

nashvillenext

VISION, TRENDS & STRATEGY

APRIL REVIEW DRAFT

This is the review draft of Volume I of NashvilleNext. It provides a vision for Nashville's future based on the participation of thousands of Nasvhillians. It also includes key trends shaping Nashville's future, tools to implement the plan, and key strategies for achieving the community's vision.

We appreciate that you are giving time to reviewing this work. These actions are the result of three years of effort on NashvilleNext, combining public visioning and community engagement with topical experts to create a plan for Nashville and Davidson County over the next 25 years.

Comments

The public review period is during April 2015. We are eager to hear your thoughts on the plan. Here's how to provide input:

- » Online: www.NashvilleNext.net
- » Email: info@nashvillenext.net
- » At public meetings
 - » April 18: Tennessee State University (Downtown Campus), 10am - 1:30 pm
 - » April 20: 5 - 7pm at both the North Nashville Police Precinct and the Edmondson Pike Branch Library
 - » April 27: 5 - 7pm at both the Madison Police Precinct and the Bellevue Branch Library
- » Phone: 615-862-NEXT (615-862-6398)
- » Mail: Metro Nashville Planning Department, P.O. Box 196300, Nashville TN 37219-6300

We ask that you include contact information with your comments. We also request that you be as specific as possible in your requests. Referring to a specific page or section is greatly appreciated.

Next steps

The most up to date information is always available at www.NashvilleNext.net. Here is our tentative adoption schedule:

- » Mid-May: Post static draft of plan in advance of public hearing
- » June 10: First public hearing at Planning Commission (tentative; special date)
- » June 15: Second public hearing at Planning Commission (tentative; special date)

Community engagement

How NashvilleNext was made

With nearly 25 years of experience in community planning built around community engagement, the Metro Planning Department has built trust in communities throughout the county; neighborhoods and communities know that while they may not always agree with Metro Planning's guidance or recommendations, the community's thoughts and insight will always be heard and considered. The challenge for NashvilleNext was to continue to meet these standards, while working at a much larger scale. NashvilleNext sought to remain as thoughtful and inclusive as Nashville's traditional community planning efforts, while using new and innovative tools to meet the varied needs and preferences of a broader swath of Nashvillians. NashvilleNext encouraged engagement of all Nashville/Davidson County constituents, while at the same time focusing on specific and hard to reach groups in order to bring them into the process.

Steering Committee

The Steering Committee from a broad prospective will ensure that the plan reflects the ideals of the broad public and addresses the four pillars of this process: Efficient Government, Economic Development, Environment, and Equity.

Community Engagement Committee

The Community Engagement Committee (CEC) will serve as community engagement advisers for the NashvilleNext process and as "guardians" of the engagement process to ensure that the goals of the engagement process are being met. The CEC will provide guidance on best practices in reaching hard-to-reach constituents, review community engagement reports and make recommendations as needed. The CEC will also participate in the process via online engagement and attendance at community meetings and events, and will provide regular updates to the Steering Committee.

Who's a Nashvillian?

Throughout this plan, we refer to Nashvillians – as having a choice of safe, affordable neighborhoods, as looking out for one another, supporting children and families, and equitably participating in work and civic life. But occasionally we are asked, who counts as a Nashvillian?

This plan is written in the spirit that anyone who loves Nashville and Davidson County is a Nashvillian.

Anyone who lives or works here. Any who's visited and fallen in love. Anyone born here who moved away or who was born somewhere else but got here as fast as they could. Everyone here, whether they're making it big or scraping by. Anyone who shaped Nashville's past or might shape its future.

This plan is for Nashvillians, now and in the future.

NashvilleNext Resource Teams



Land Use, Transportation & Infrastructure



Arts, Culture & Creativity



Economic & Workforce Development



Education & Youth



Housing



Health, Livability & the Built Environment



Natural Resources & Hazard Adaptation

Resource Teams

Each plan element has an accompanying Resource Team composed of topical experts. The Resource Teams support the public process and assist Planning staff by developing policy options for the public to consider, guided by the public's vision for Nashville's future.

Departments

To ensure the plan is feasible and implementable, Metro Council, other Metro departments and partner agencies will be consulted and invited to comment throughout the process.

The public

NashvilleNext constituents include anyone who cares about Nashville. Their involvement in the process may range from intense (knowledgeable, participating in every possible activity) to casual (may only participate in one or two brief opportunities). In any case, involvement across this range should have a meaningful impact on the process.

Tools and successes

NashvilleNext recognizes that the traditional tools used to engage the public are no longer enough. Public meetings and hearings reward the loudest voices, and skew older, more highly educated, and whiter. Far from welcoming people into the process, these traditional tools cause many people to *not* participate. Therefore, NashvilleNext incorporated many different tools. Where possible, public meetings were used to foster deliberation and dialogue. Other tools sought to take planners into communities across the county.

NashvilleNext's community engagement process was built around three goals:

Goal 1: Educate – Educate residents about the NashvilleNext process and the long range issues, challenges, and opportunities facing Nashville and its community, enabling them to make informed decisions about the future.

- » Provide constituents with materials that explain the process (such as why their input is needed, when, where, and how to provide their input, the project timeline, and who is involved).
- » Ensure supporting documents and data are easily accessible and understandable.
- » Make the connection among NashvilleNext, community and functional plans, capital spending, and zoning as clear as possible.

Goal 2: Engage – Attract Nashvillians from all walks of life to the process, hold their attention, and move them to action, providing input and mobilizing others to be involved too.

- » Create exciting and informative meetings and events that offer opportunities to join the process and provide comments
- » Set a clear purpose for all meetings and events, answering specific questions that align with each phase of the NashvilleNext process and its anticipated outcome.
- » Provide specific opportunities for engaging targeted communities, while using innovative tools like social media and participatory meeting activities that appeal to all demographic groups.
- » Track participation in order to make adjustments to the process, where needed.

Goal 3: Empower – Create an engagement process and plan that reflect the ideals and vision of Nashville constituents, thus empowering residents to use the plan moving forward.

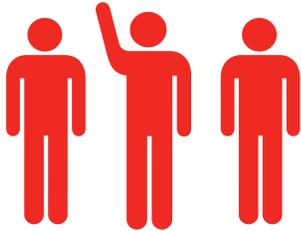
- » Create a method that tracks community input and explains how it was incorporated into the NashvilleNext plan.
- » Clearly define the implementation roles of the community, the Planning Department, other Metro departments and other NashvilleNext partners.
- » Create presentations, materials, and messaging that are layperson-friendly so that information not only is understood, but can be communicated from one layperson to another.





65%

of those surveyed think
Planning in Nashville
is on the right track



70%

Want to be personally
involved in planning
Nashville's Future

Community Issues

The organization, Collective Strength was commissioned by Metro Nashville in 2012 to support the start of the NashvilleNext process. The organization conducted over 100 in depth interviews with community leaders and a large 1,000 person general public telephone poll.

The poll was calibrated to the 2010 U.S. Census for race/ethnicity and income. It was further calibrated to represent an even number of interviews in each of the major areas of Metro Nashville.

The poll is specifically designed to understand perceptions and emotions that are related to comprehensive planning.

Take-aways from the community survey

- » Nashville Loves Nashville – Positives are almost off the Charts
- » The Two Highest Priorities for the Future Are Education and Jobs
- » High Degree of Consensus Around Potential Fixes for K-12 Problems
- » Affordability is Bigger Priority for the General Public than Community Leaders May Realize
- » Small Business and Entrepreneurs Need more Support
- » Multiculturalism is Generally Seen as A Plus – but More Linkages are Needed
- » Potential Demand for Transit is High But It is Not Seen by the Public as A Top Priority – Yet
- » Sustainability is A Key Factor – And Nashville May Have Created Its Own Definition
- » Decision-making is Perceived As Balanced With No One Group or Type of Group Dominating Decisions
- » Leaders Hope the 2040 Plan will be Actionable, Pragmatic and Inclusive

Phase I: Community Visioning

The first phase of NashvilleNext asked the public to provide their vision for Nashville's future, based on three questions:

1. What do you love about Nashville (what are the things to preserve or enhance)?
2. What needs to be improved (what are our weaknesses to be overcome)?
3. What do you want for the future of Nashville in 2040?

In addition to these specific questions, the public was also engaged through a series of seven nationally recognized experts in planning issues, and through the release of 18 background reports written by local experts. Planners also presented information on key trends and the NashvilleNext process at community meetings and online, through documents and videos.

What we heard:

Three values were universal – almost everyone listed *safe communities, strong public schools, and efficient government* as important factors for a better future.



Community Engagement Committee member helps a Nashvillian fill out a whiteboard.

Phase I Engagement - by the Numbers:

35
NashvilleNext
Events Held

1,970
subscribers
to the NashvilleNext
email list

Nashville in 2040 is...
Because
200+
Visioning Boards
Completed

90%
of Neighborhood
Leaders
found information from the first
phase of NN was "helpful," "very
helpful," or "great."

Speaker Series Topics

Nationally recognized speakers spoke to hundreds of Nashvillians about major national trends and how they relate to Nashville:

- » Gov. Parris Glendening – Opportunities for Cities to Lead Tomorrow’s World
- » Dr. Mitchell Silver – Demographics, Equity, & Inclusion: “Changing Faces of America: The Opportunities and Challenges of 21st Century Demographics”
- » Dr. Henry Cisneros – Prosperity: “Modern Cities as Engines of Economic Development and Social Progress”
- » Doug Farr – Environment: “Sustainable Urbanism and Community Livability”
- » Ellen Dunham-Jones – Livability and Healthy Communities: “Retrofitting Suburbia”
- » William Fulton, AICP – Infrastructure and Smart Growth: “The High Cost of America’s Inefficient Development Patterns”
- » Amy Liu – Regionalism: “Regional Partnerships to Achieve Local Viability”
- » Joe Minicozzi – Revenue: “The Math of Smart Growth: Why We Can’t Afford to Keep Building the Same Way”
- » Dr. Arthur C. Nelson – Development Patterns: “Nashville Trends Preferences, and Opportunities”



Dr. Henry Cisneros speaking to a NashvilleNext audience at the Nashville Children’s Theatre



Ellen Dunham-Jones, author of “Retrofitting Suburbia”



Mitchell Silver, President of the American Planning Association, speaks to the crowd at Scarritt-Bennett Center as part of the NashvilleNext Speaker Series.

Phase II: Creating the Vision

Constituents reviewed the results from Phase I and worked together to merge the many different ideas into a small list of priorities for the future. At the end of this phase, the Steering Committee worked with the public's priorities to establish a set of Guiding Principles that shape the remainder of the process.

Be the Next Mayor

Nashvillians attending one of the six community meetings in July 2013 or at one of four high school sessions in August 2013 played a game called “Be the NEXT Mayor of Nashville.” Working in groups randomly assigned as they arrived at the meeting, participants worked together to select five priority visioning ideas. They then crafted three statements, called “campaign planks,” to represent their campaign’s platform for Nashville’s future.



A group of community members work on their “campaign planks” with staff during the “Be the NEXT Mayor” exercise

Online and paper surveys brought the prioritization exercise to thousands more Nashvillians and extended staff’s ability to organize issue priorities by demographic group.

Vision Issues from Phase II - Creating the Vision

- Affordable living (1,847)
- Transit (1,793)
- Growing economy (1,412)
- Walkable neighborhoods (1,360)
- Strong neighborhoods (1,143)
- Friendly culture (1,108)
- Green living (1,035)
- Reduce homelessness (1,023)
- Music (1,018)
- Local food and agriculture (998)
- Adequate infrastructure (983)
- Youth opportunities (887)
- Natural resources (870)
- Preserve history (852)
- Open space (780)
- Community equity (763)
- Local businesses (749)
- Community diversity (715)
- Arts and creativity (659)
- Automobiles (658)
- Wellness and healthcare (654)
- Workforce training (644)
- Housing choices (625)
- Community support (621)
- Family entertainment (617)
- Active living (593)
- Sports (604)
- Colleges and universities (524)
- Urban living (492)
- Senior opportunities (458)
- Bicycling (432)
- Investment in older neighborhoods (372)
- Rural preservation (352)
- Suburban living (131)

Social media provided Nashvillians with a convenient way to keep up with daily updates from NashvilleNext. In Phase II, NashvilleNext’s Facebook presence grew 50 percent, and its Twitter presence grew more than 75 percent. NashvilleNext.net continues to be a repository for updates, community resources and upcoming events, and has expanded to include more videos and a dedicated page to Nashville’s large Kurdish community.



talk.NashvilleNext.net

As part of the community input process, NashvilleNext has incorporated MindMixer, a civic engagement tool, as a gathering point for online comments and ideas for what pursuits Nashville should undertake as a city over the next 25 years.

Three givens & vision issues

The three statements below were considered priorities based on overwhelming support in phase I and the community survey. The public’s support for the 34 vision issues is shown on the previous page.

Safe communities

All of our residents are safe to go about their lives in their neighborhoods, parks, and shopping areas, because we look out for each other.

Strong public schools

Nashville public schools give all Nashvillians the start they need to succeed in life. Our schools draw new residents to the city.

Efficient government

Metro government serves its people well, giving great customer service, serving as the steward of the public interest, and providing good value for the taxes we pay.

Phase II Participation

80+

**NashvilleNext events
held/attended**

4,600+

surveys collected

11,000+

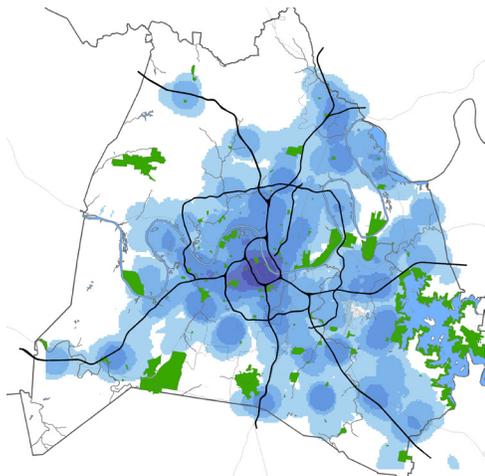
comments and ideas shared

Phase III: Mapping Future Growth and Preservation; establishing the guiding principles

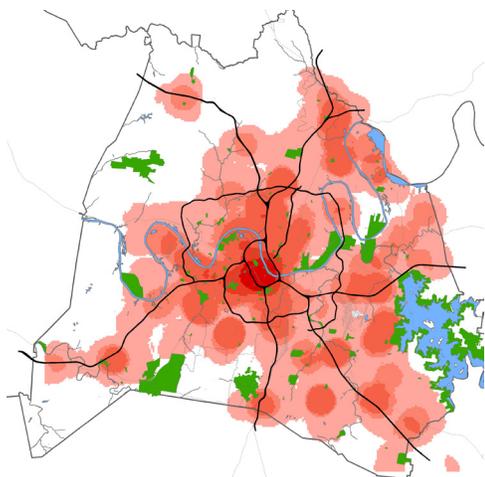
Population & Employment from Plan, Nashville! Meetings

The maps below show, regardless of chip type, where the concentration of people and jobs placed by participants are located. The charts below show the most used chips for population and employment.

Population by location



Employment by location



Public participation in Phase 3 of NashvilleNext was built around three parts, each of which allowed participants to provide input on how Nashville should grow in the future, including what kinds of places to preserve, and to rate and provide comment on the draft NashvilleNext Guiding Principles.

Plan, Nashville! meetings

Three intensive “Plan, Nashville!” public meetings focused on a growth and preservation mapping exercise, in which participants worked in teams of 3 to 8 people to use chips representing different kinds of places (such as urban mixed use, suburban residential, or core employment) to allocate 200,000 new residents and 300,000 new jobs. Each team also identified areas and kinds of places to preserve from development (such as floodplains or historic districts).

Growth & preservation survey

Paper and online surveys that invited respondents to rate different kinds of areas as more appropriate for new housing or employment growth or more appropriate for preservation. Respondents also reviewed and rated the seven draft Guiding Principles. People taking the online survey were also able to identify specific places for preservation or additional job or housing growth.

Dot boards

Dot maps, provided at Book-a-Planner presentations, allowed groups to jointly identify areas to grow and preserve.

Online Surveys

In the online growth and preservation survey, in addition to rating kinds of areas as appropriate for preservation or growth, respondents were also able to add points to a map of Davidson County, identifying specific areas as appropriate for preservation or growth. Respondents were invited to place equal numbers of growth and preservation points. In addition, when placing a point, respondents were prompted to explain why they placed the point where they did (out of 3,779 points, 935 included explanations).

Key Lessons from Mapping

Through intensive mapping meetings and online surveying, planning staff identified several key lessons for how Nashville grows over the next 25 years:

- » Strong support for protection of northwest Davidson County: Most tables and surveys supported protecting steep slopes; few chip maps placed any significant growth in relatively undeveloped areas in the northeast (in Joelton or Beaman Park, for example).
- » Strong support for continuing downtown development and intensification: All tables endorsed continuing growth in and around downtown.
- » Support for mixing uses in close proximity: All tables endorsed the importance of mixing uses, especially when contemplating adding density.
- » Continued support for transit.
- » Support for areas identified by community plans for activity centers and mixed use corridors. » Nuanced and often polarized approach to infill.



Phase II Participation

308

Attendees at the three
Plan, Nashville! meetings

568

People used the
Online Mapping Tool

729

Completed Online Surveys

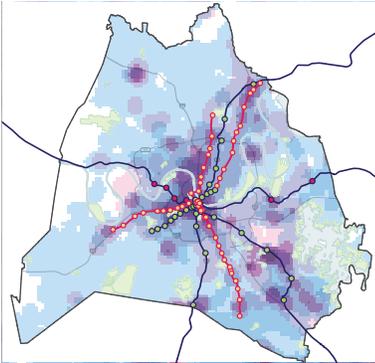


Phase IV: Making Policy Decisions, Pick results

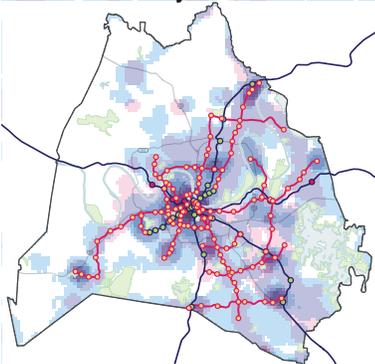


Pick Your Nashville Campaign image from Summer, 2014

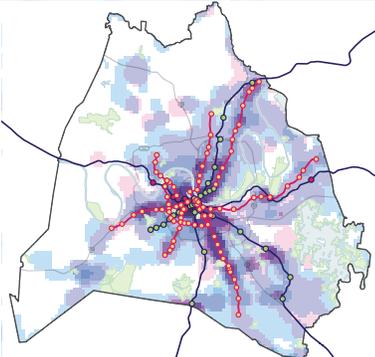
Business As Usual



Centers with Adjacent Infill



Downtown and Pikes



Summer 2014 was a pivotal point in NashvilleNext. The public was asked to work with two major parts of the plan, Alternate Futures and drafts of the Goals and Policies as developed by the Resource Teams. The “Pick Your Nashville” Campaign began in June, and team distributed the survey online, on MTA bus ads, through hundreds of fliers at businesses across the city, and with paper surveys issued at more than 40 public events - 25 of which were special gatherings across the county known as NashvilleNext Lounges.

Community Conversations

The community was also invited to attend four in-depth conversations on the topics of Housing Affordability, Culture and Placemaking, Transportation, and Economic Development were hosted through the fall, to gather additional information. In all, more than 500 Nashvillians attended the four events. The Housing Affordability Community Conversation alone attracted 300 people, more than double the anticipated attendance.

| Event Topic | Date |
|-----------------------|--------------------|
| Equitable Development | June 30, 2014 |
| Culture & Placemaking | July 10, 2014 |
| Transportation | August 5, 2014 |
| Economic Development | September 29, 2014 |

Alternate Futures

The Three Futures, Business as Usual, Centers with Adjacent Infill, and Downtown and Pikes, showed different ways Nashville could grow in the future by looking at how and where new homes and jobs could be

accommodated, as well as the infrastructure and transportation system needed to support that growth. These reflect the input gathered in the previous phase, when participants told us what to preserve or protect, and where growth should be focused. Each future was assessed based on how they address 12 issues, or outcomes, that represent the values of the public. The outcomes are tied to quantitative results from the future models, which were then reviewed by the NashvilleNext Resource Teams.

In the longer online and paper surveys, participants were asked to pick the 5 outcomes most important to them. The results above show how often each outcome was selected by 3,419 participants.

These results are consistent with earlier NashvilleNext results. They are also consistent with the in-depth discussions in the focus groups.

Draft goals & policies

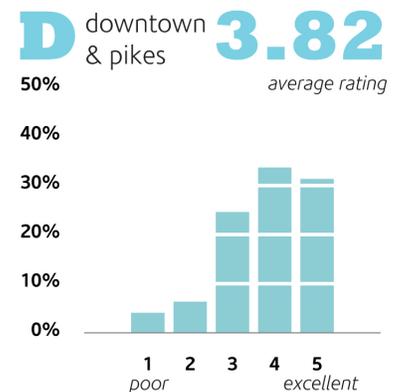
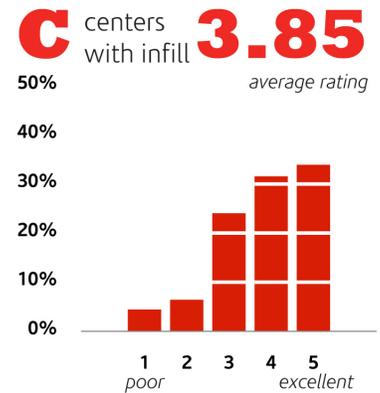
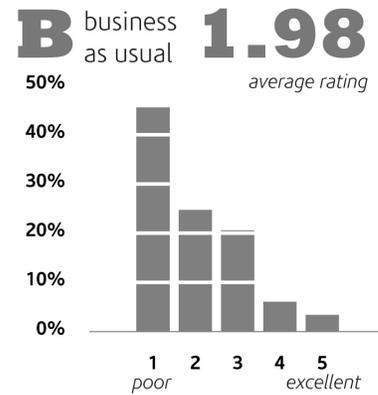
NashvilleNext’s draft goals & policies complement the Alternate Futures by proposing how to address the many different areas related to how we approach the Future that Nashvillians care about, but which cannot be incorporated into the Futures.

“Resource teams” made up of local experts in specific policy issues - for example, housing, transportation, and infrastructure - have generated policy options to achieve the community vision, informed by trends and issues related to our city’s growth.

Those policy options were set out for community review and refined, based on that review, in the next stage of the planning process.

Resource Teams develop policy options and future scenarios for each plan element based on the Guiding Principles endorsed by the Steering Committee and the driving forces the teams identified for each element. Constituents are asked for their preferences for the future of each plan element. Participants with a limited amount of time are able to take a short survey to rate the options and weigh in on other key choices. Participants with more time can provide detailed comments on the scenarios.

How did Nashvillians rate the three Futures?



2,624

participants in Preferred Future Phase (IV.5)

2,624

add another impressive number here

Phase IV, part two: Feedback on community plan revisions

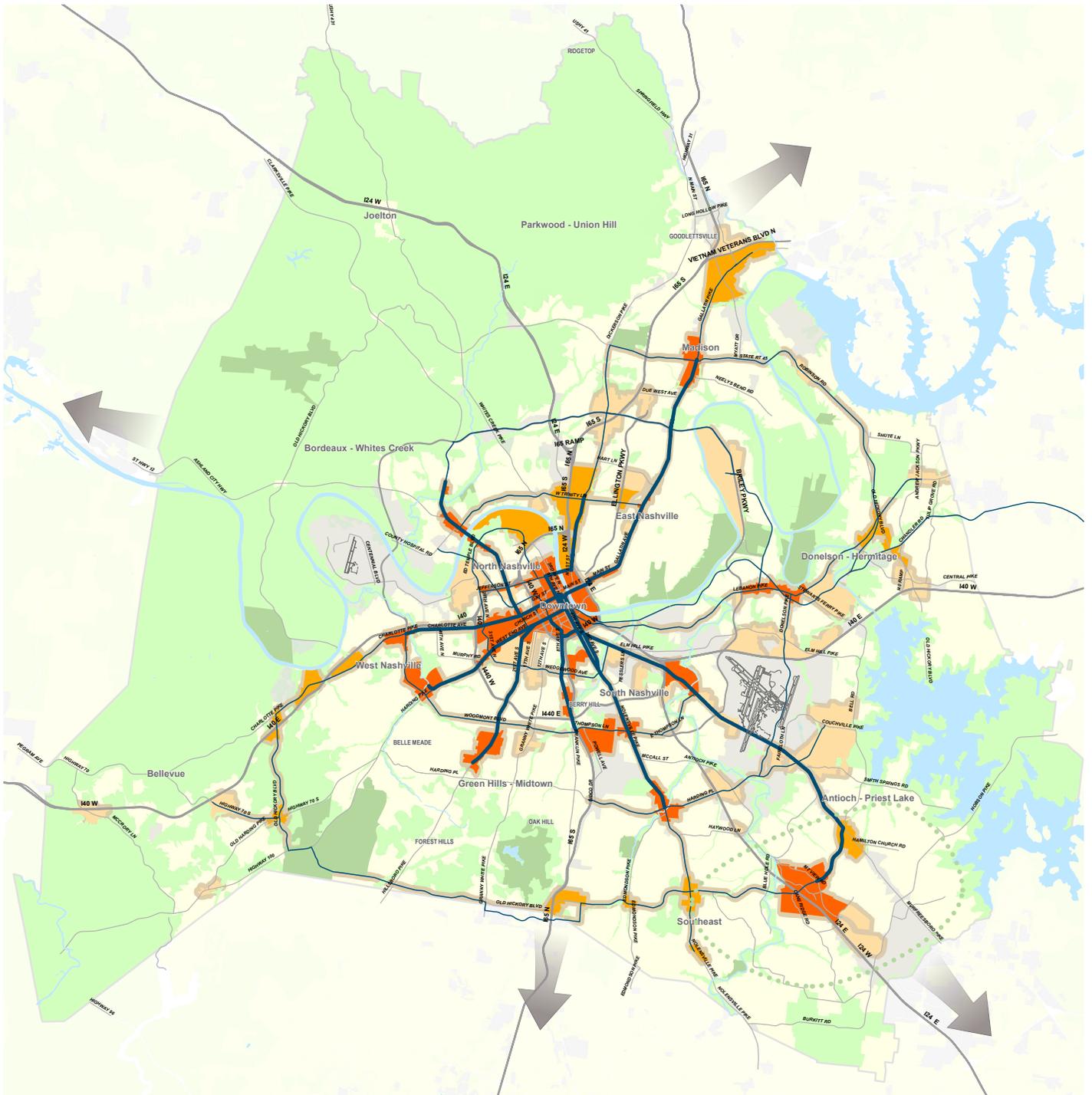
In the fall of 2014, planning staff went back out to the community to reveal the Preferred Future, and show how the 14 Community Plans could be affected by the changes.

In the fall, planners added events to explain the Preferred Future, which was primarily the Centers with Infill scenario. NashvilleNext held five public meetings: one downtown, and one in each quadrant of the county. These meetings allowed participants to rank values statements about various portions of the Preferred Future, so that planners could obtain answers to their core question: Did we get it right?

After the meetings, the Department also introduced an online version of the poll. More than 2,600 Nashvillians participated in some way in Phase IV.5.



Materials used during Phase 4.5 of NashvilleNext



Preferred future Map used in Phase 4.5

Demographics overview

Whenever possible, NashvilleNext participants were asked demographic information. This allowed the planning team to see who participated, so that gaps in participation could be addressed.

Throughout each phase of NashvilleNext, the Community Engagement Committee, staff, and consultants monitored progress in reaching all Nashvillians.

As gaps in participation and problems in outreach are identified, this group works to find new ways of connecting to these communities to bring them into the process.

For example, seeing that renters and people with less than a college education were under-represented in phase 1, the team devised a “street team” strategy to survey at grocery stores and convenience stores in less well-off parts of the county.

While some gaps remain, overall, NashvilleNext saw improved participation across phases.

Focus groups were also held with especially hard to reach groups. These allowed staff to hear from these communities directly. Their numbers are small compared to all participants, but they provided detailed, in-depth comments.

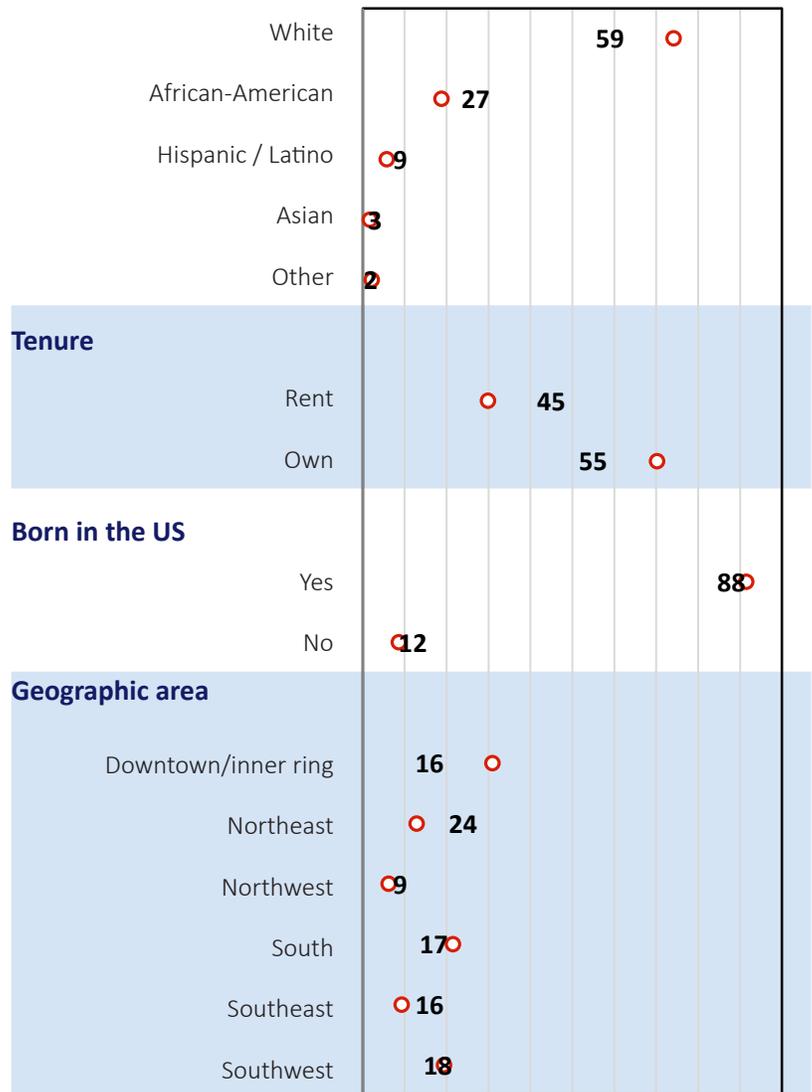
Legend

- 50 Davidson County (Census 2010)
- nashvillex participants

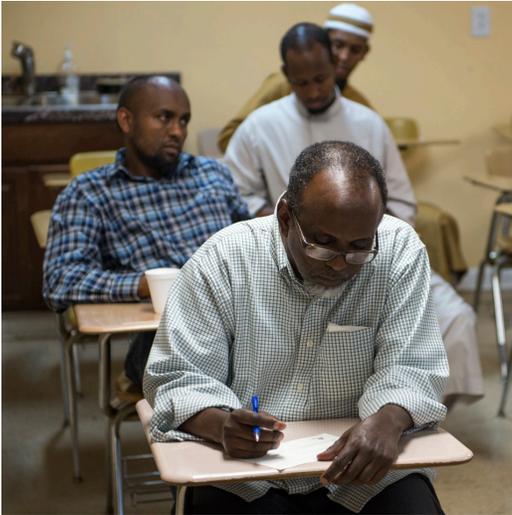
How to interpret these charts

- 50 → ○ Over-representation
- ← 50 Under-representation

Race/ethnicity



Demographics (continued)



Above, Somali men record their thoughts on Nashville's future during a Book-a-Planner session at the Al Farooq mosque.

Below, a Street Team explains NashvilleNext to a shopper and invites her to complete a survey.



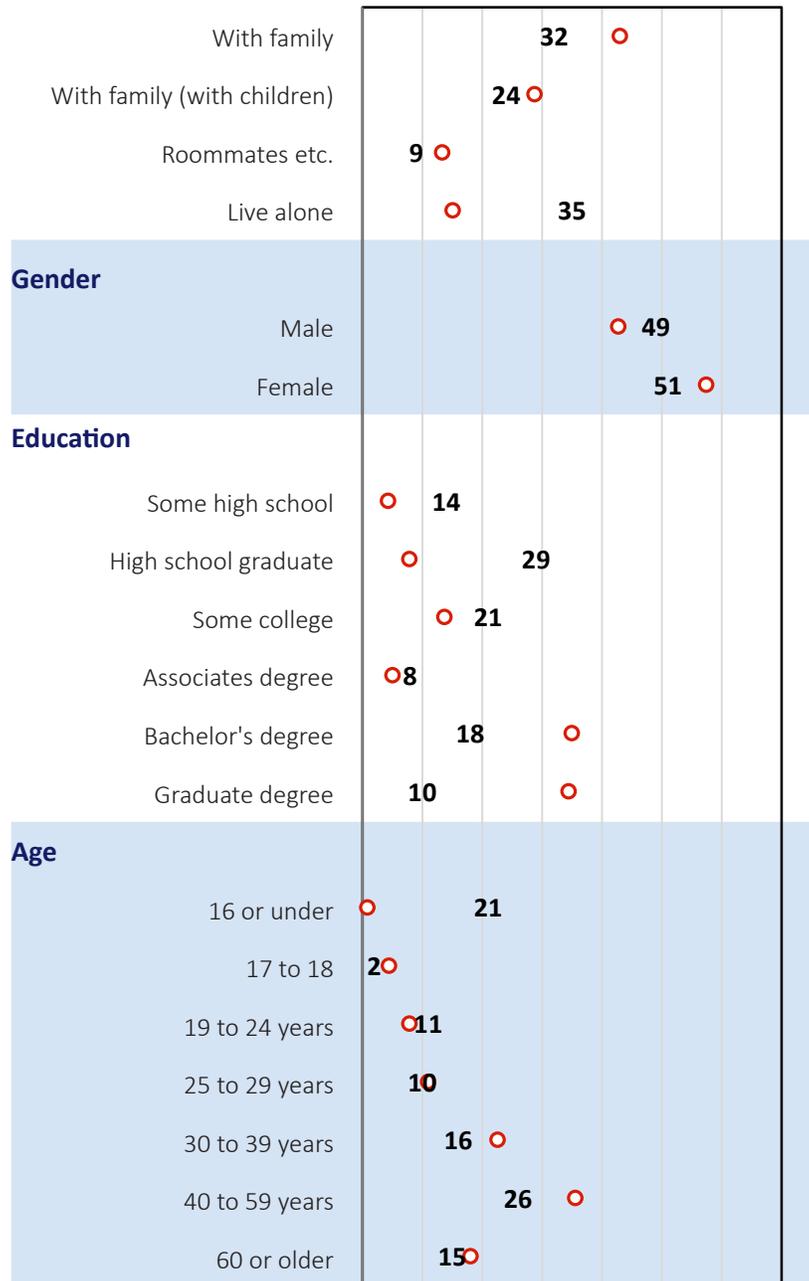
Legend

- 50 Davidson County (Census 2010)
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How to interpret these charts

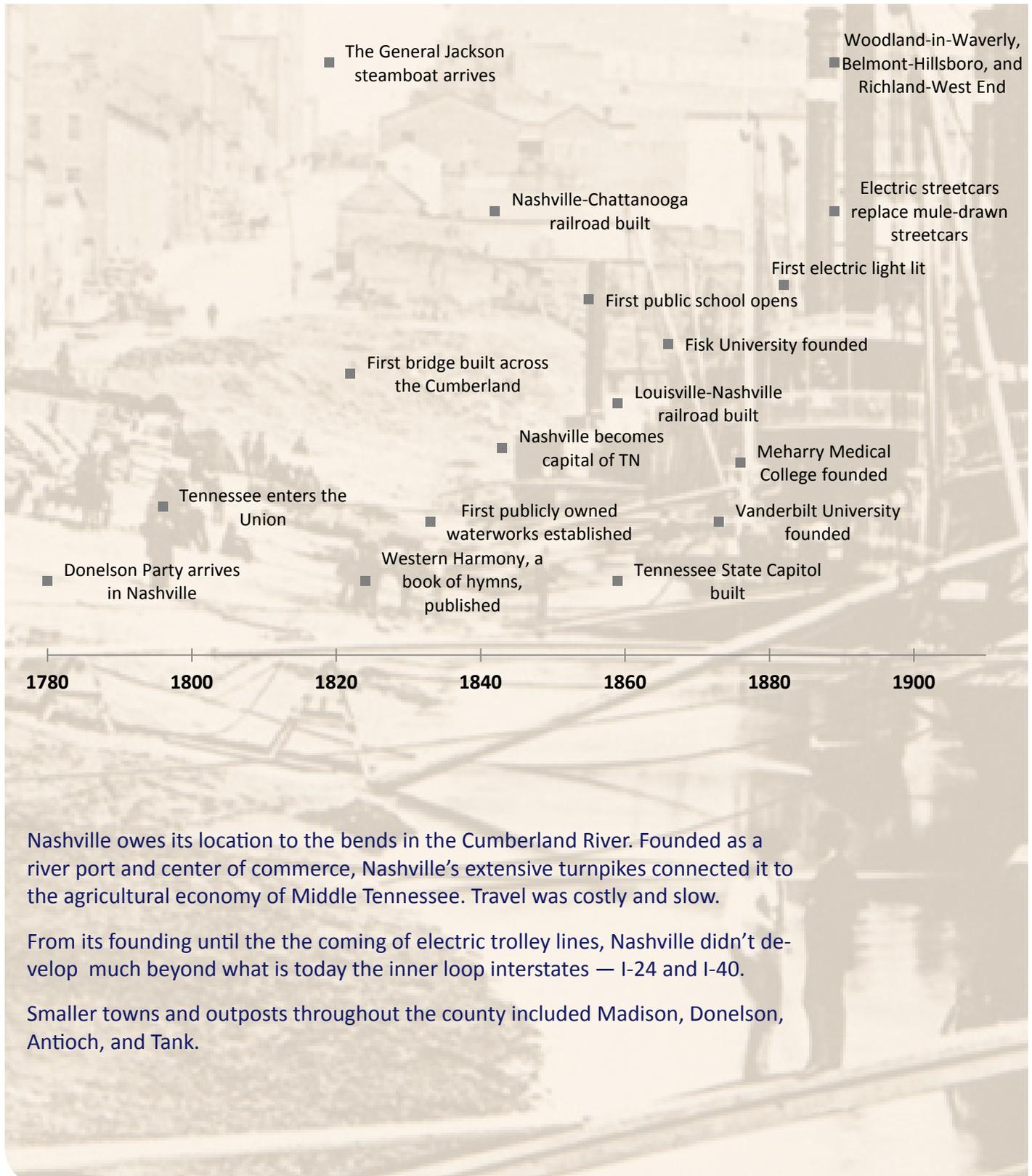
- 50 → ○ Over-representation
- ← 50 Under-representation

Household type



Nashville History

Rivers and pikes

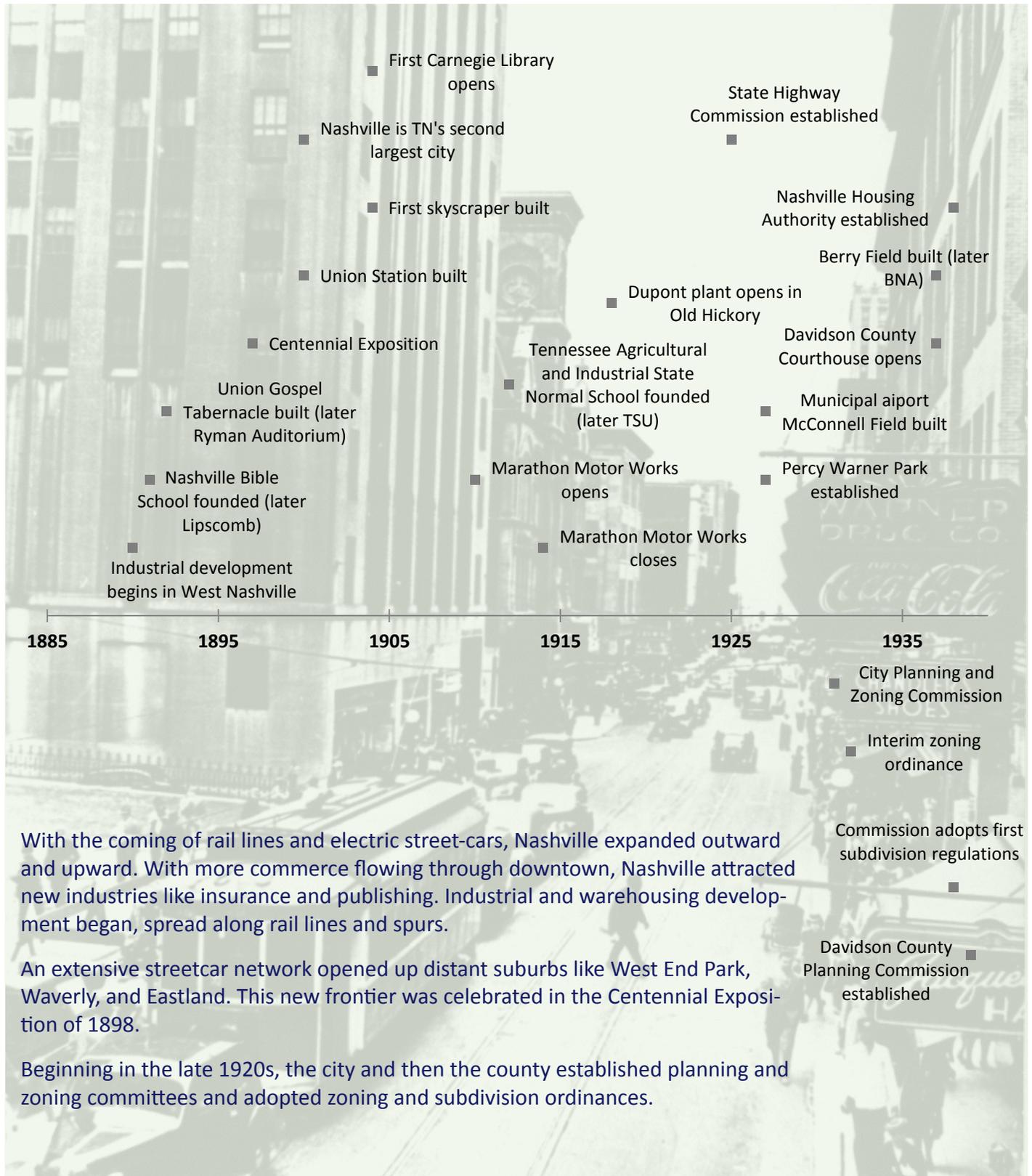


Nashville owes its location to the bends in the Cumberland River. Founded as a river port and center of commerce, Nashville’s extensive turnpikes connected it to the agricultural economy of Middle Tennessee. Travel was costly and slow.

From its founding until the the coming of electric trolley lines, Nashville didn’t develop much beyond what is today the inner loop interstates — I-24 and I-40.

Smaller towns and outposts throughout the county included Madison, Donelson, Antioch, and Tank.

Rails



With the coming of rail lines and electric street-cars, Nashville expanded outward and upward. With more commerce flowing through downtown, Nashville attracted new industries like insurance and publishing. Industrial and warehousing development began, spread along rail lines and spurs.

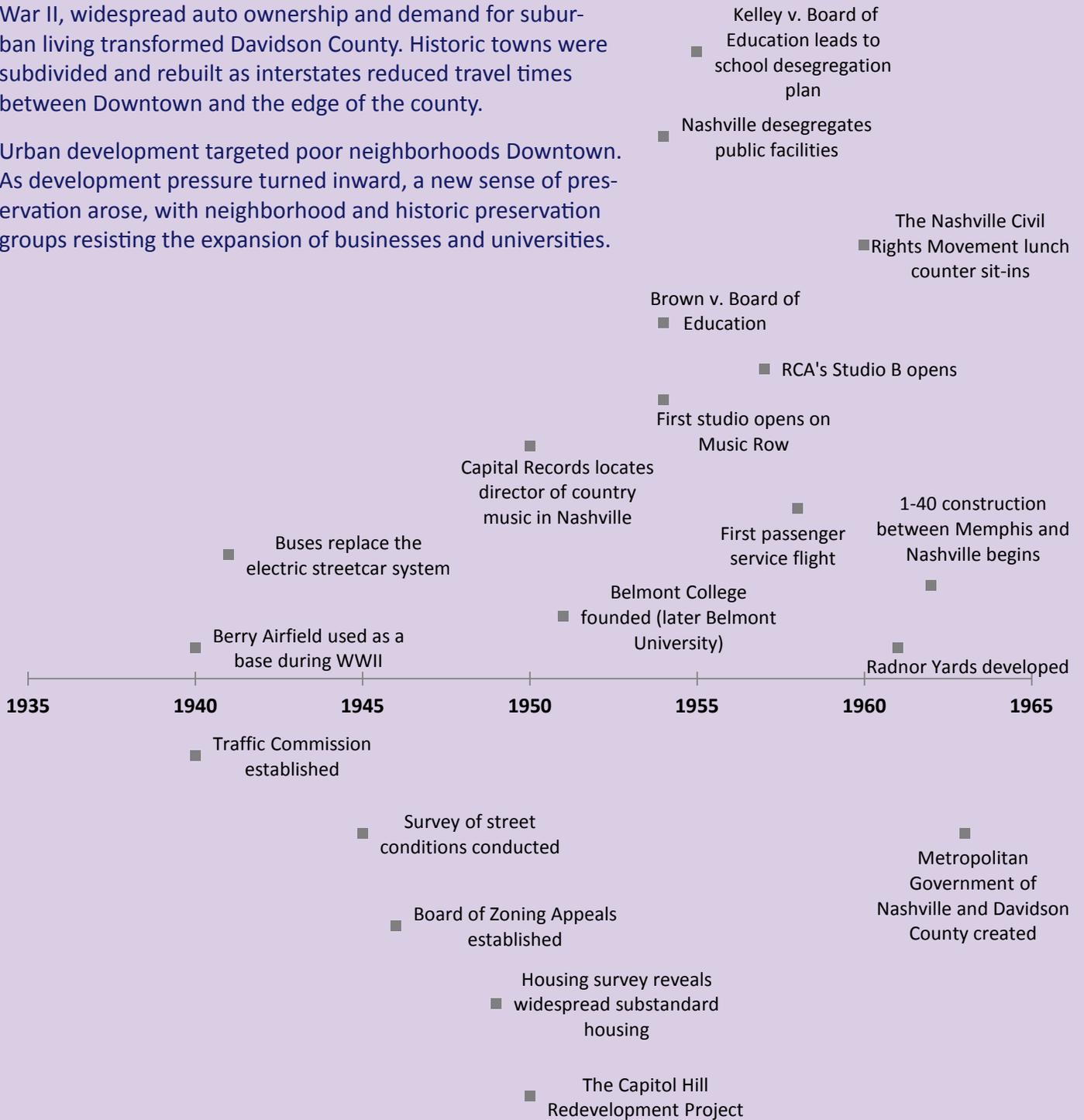
An extensive streetcar network opened up distant suburbs like West End Park, Waverly, and Eastland. This new frontier was celebrated in the Centennial Exposition of 1898.

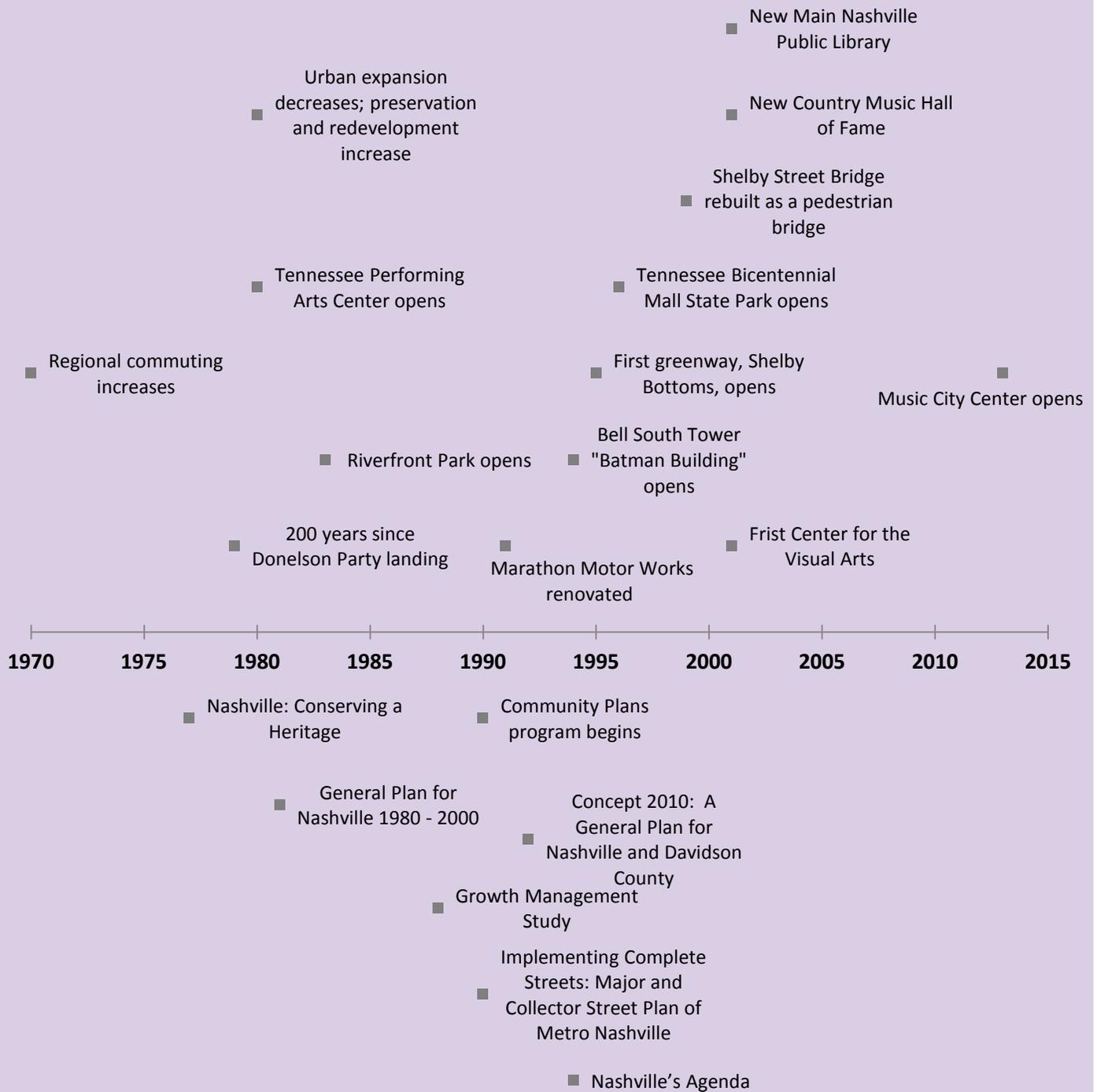
Beginning in the late 1920s, the city and then the county established planning and zoning committees and adopted zoning and subdivision ordinances.

Roads

Accommodations for cars began in the 1930s. Following World War II, widespread auto ownership and demand for suburban living transformed Davidson County. Historic towns were subdivided and rebuilt as interstates reduced travel times between Downtown and the edge of the county.

Urban development targeted poor neighborhoods Downtown. As development pressure turned inward, a new sense of preservation arose, with neighborhood and historic preservation groups resisting the expansion of businesses and universities.





Today, Nashville still struggles to manage growth as demographic changes and a safer city bring households back to the urban core.